

ESF 12: Energy & Utilities

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1.0 Introduction

Coordinating Agency:

- Lewis & Clark County Disaster & Emergency Services (LCCO DES)

Primary Agency(s):

- Lewis & Clark County Public Works Department
- Helena & East Helena City Public Works Departments

Support Agencies:

- | | |
|--|---|
| ▪ Chief Elected Officials | ▪ Water & Sewer Districts |
| ▪ Natural Gas Providers | ▪ US Bureau of Reclamation (BOR) |
| ▪ Electric Utility Providers | ▪ Montana Disaster & Emergency Services (MTDES) |
| ▪ Telephone Companies | ▪ Montana Department of Natural Resources & Conservation (MTDNRC) |
| ▪ Cell Service Providers | ▪ Solid Waste Collection Providers |
| ▪ Local Petroleum, Oil, and Propane Distributors | |

1.1 Purpose

To provide for effective use of available electric power, water resources, telecommunications, natural gas, and petroleum products required to meet essential needs, and to facilitate restoration of energy and utility systems affected by an emergency or disaster. Lewis & Clark County includes commercial and public utilities in their coordination of damage assessments, operational capabilities, and restoration actions.

1.2 Scope

The term ‘energy/utility’ includes producing, refining, transporting, generating, transmitting, conserving, building, distributing, and maintaining energy/utility systems and system components. All energy/utility systems are considered critical infrastructure.

- ♣ Assessments of current energy/utility capabilities, capacities, and reserves within Lewis & Clark County.
- ♣ ESF 12 collects, evaluates, and shares information on energy/utility system damages and estimates on the impact of energy/utility system outages within the affected areas.
- ♣ ESF 12 also provides information concerning the energy/utility restoration process such as projected schedules, percent of completion of restoration, geographic information on the restoration and other information as appropriate.
- ♣ ESF 12 facilitates the restoration of energy systems through legal authorities and waivers.
- ♣ ESF 12 also provides technical expertise to the utilities, conducts field assessments, and assists government and private-sector stakeholders to overcome challenges in restoring the energy system.

1.3 ESF Activation & Plan Maintenance

ESF 12 may be activated independently or in conjunction with other ESFs, depending on the needs of the situation. The ESF 12 Coordinating and Primary Agencies will be responsible for review and revision of this annex.

1.4 Policies

- ❖ Restoration of normal operations at energy facilities is the responsibility of the facility owners, managers and operators. Local government support while desired may be limited.
- ❖ All energy/utility providers, whether publicly or privately owned, should be prepared to respond to energy related needs resulting from an emergency or disaster. Many utilities work under an agreement which may mandate Emergency and Preparedness Plans.
- ❖ ESF 12 addresses significant disruptions in energy/utility supplies for all hazards, whether caused by physical disruption of energy transmission and distribution systems, unexpected operational failure of such systems, planned interruptions, or unusual economic or international political events.
- ❖ ESF 12 addresses the impact that damage to an energy system in Lewis & Clark County may have on energy/utility supplies, systems, and components in other districts relying on the same system. Consequently, energy/utility supply and transportation problems can be within Lewis & Clark County, intrastate, interstate, and international.
- ❖ Normal supply procedures/guidelines of county government should be used whenever possible unless the severity of the disaster dictates additional supplies and equipment must be procured from outside sources

2.0 Situation & Assumptions

2.1 Situation

- ❖ Emergencies, both natural and manmade can have profound effects on the public and privately owned utilities in Lewis & Clark County. The ability to quickly restore damaged water, power, natural gas, telephone and sewer systems is essential to maximizing the life safety, health, and minimizing the economic impact of a disaster.
- ❖ The electrical power industry is organized into a network of public and private generation and distribution facilities. Through such networks, the electrical power industry has developed a capability to provide, reroute, and restore power under even the most extreme circumstances.
- ❖ The occurrence of a major disaster could destroy or disrupt all or a portion of the County's energy and utility systems.
- ❖ Water supply systems within the County are either publicly or privately owned and are organized at municipal, district, or local private levels. Since these systems are not normally interconnected, emergency planning for water utilities is concerned with restoration efforts.
- ❖ Natural gas across the County is distributed by major natural gas companies through common pipelines originating in other states and Canada.

2.2 Assumptions

- ❖ The occurrence of a major disaster could destroy or damage portions of the county energy and utility systems and disrupt petroleum supplies.

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- ❖ Widespread and possibly prolonged electric power failures could occur in a major disaster.
- ❖ The transportation, media and telecommunications infrastructures will be affected.
- ❖ Delays in the productions, refining, and delivery of petroleum based products may occur as a result of transportation infrastructure problems and loss of commercial power.
- ❖ There may be extensive distribution failure in water, wastewater, and gas utilities. These may take hours, days, or even weeks to repair.
- ❖ There may be panic hoarding of fuel in areas served by severed pipelines or by individuals from neighboring jurisdictions where shortages have occurred.
- ❖ Natural gas lines may break causing fire, danger of explosion, or health (inhalation) hazards.
- ❖ Water pressure may be low, hampering firefighting and impairing sewer system function.
- ❖ City and County Public Works departments, under an emergency proclamation, will require the authority to go on private property to evaluate and shut-off utilities that jeopardize public and private property or threaten public health, safety, or the environment.

3.0 Concept of Operations

3.1 General

- ❖ This ESF should be implemented upon notification of a potential or actual major emergency or disaster. Implementation of this ESF should be the mechanism through which it provides support activity to all other ESFs.
- ❖ Normal energy and utility resources should be used to meet immediate local needs. If shortages exist, requests should be submitted through normal emergency management channels. Actions may be taken or directed to curtail use of energy, water or other utilities until normal levels of service can be restored or supplemented. These resources, when curtailed, should be used to meet immediate and essential emergency needs (e.g. hospitals, shelters, emergency operations, food storage, etc.).
- ❖ The EOC should collect information on damaged utility and energy resources and for identifying requirements to repair those systems.
- ❖ Energy and utility information should be provided in accordance with [ESF-15](#) so that the public may receive accurate and official information on the status of utilities.

3.2 Notifications

- ❖ The DES Coordinator, acting as the Coordinating Agency representative, should notify support agencies of EOC activations and request that representatives report to the EOC to help coordinate ESF 12 activities.
- ❖ As additional EOC staffing needs become apparent, other support and partnering agency personnel may be asked to report to the EOC to assist resource support activities. Depending on the nature and location of the emergency, state and federal representatives may also become critical members of the ESF 12 team.

3.3 Preparedness

- ❖ Develop and maintain a complete directory of all utility services and products associated with this ESF.
- ❖ Ensure the availability of necessary equipment to support energy and utilities activities.

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- ❖ Coordinate the establishment of priorities to repair damaged energy services and the provision of temporary, alternate or interim sources of portable generators and other utilities.
- ❖ Promote mutual assistance agreements with the vendors of all utility services.
- ❖ Develop and maintain alert rosters, plans, policies and SOP/SOGs necessary to support the implementation of this annex.
- ❖ Identify, train and assign personnel to execute missions in support of ESF-12.
- ❖ Participate in an exercise at least annually to validate this annex and supporting annexes.

3.4 Response

- ❖ Establish communication between EOC and Incident Management Team to determine resource needs to support incident response and operations.
- ❖ Assess the affected areas to determine operational priorities and emergency repair procedures with utility field personnel.
- ❖ Prioritize utility rebuilding processes if necessary to restore utilities in the affected areas.
- ❖ Administer, as needed, statutory authorities for utility priorities.
- ❖ Apply as necessary local, state and federal resources in accordance with established priorities to restore utility services.
- ❖ Provide emergency information, education and conservation guidance to the public in coordination with ESF-15.
- ❖ Assist local, state and federal agencies and departments with obtaining fuel for transportation and communications in support of emergency operations.
- ❖ Coordinate with [ESF 13](#) for security and protection of supplies.

3.5 Recovery

- ❖ Continue all activities in coordination with the EOC based on the requirements of the incident.
- ❖ Support restoration activities.
- ❖ Replenish supplies and repair damaged equipment.
- ❖ Participate in after-action briefings and develop after action reports.
- ❖ Make necessary changes in this ESF Annex and supporting plans and procedures/guidelines

3.6 Mitigation

- ❖ Based on known hazards, identify and correct vulnerabilities in the energy and utilities function.
- ❖ When repairing damages, every attempt should be made to reduce the likelihood and severity of future damages.
- ❖ Implement a public awareness campaign regarding energy and utilities safety in emergencies
- ❖ Develop internal [Continuation of Operations Plans \(COOP\)](#) to identify resource needs and to identify resources that can be provided to local agencies during response and recovery phases of an emergency or disaster event.
- ❖ A COOP plan for internal and external resources should include, but is not limited to, the following:
 - ♣ Identify essential personnel and staffing for internal and external support requirements.

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- ♣ Identify emergency supplies needed for personnel.
- ♣ Identify essential records, equipment, and office supply needs.
- ♣ Identify essential office space requirements.
- ♣ Identify additional transportation requirements in support of an emergency or disaster.

4.0 Organization & Responsibilities

4.1 Organization

- ❖ ESF 12 Support will most likely be coordinated through the Emergency Operations Center (EOC). ESF 12 Agency Reps in the EOC should be organized under the ICS Operations Section as either a stand-alone “Team” or as part of a functional Group depending upon the needs of the incident.

4.2 Responsibilities

ESF Coordinator

- ❖ Works with support agencies to establish and review departmental roles and responsibilities for preparedness, and for providing resource support during the response and recovery phases of an emergency or disaster.
- ❖ Coordinate back-up plan for staffing the EOC in the event that designated staff are unavailable to respond due to event conditions.
- ❖ Maintain liaison with local utilities, including the ability to contact representatives on a 24-hour a day basis.
- ❖ Declare an emergency and regulate water and utility usage in times of shortages, as appropriate. Assure priority supply to meet essential emergency needs.
- ❖ Coordinate all public information and instructions and media relations as defined in ESF-15 Public Information.

Primary Agency(s)

- ❖ Maintain and review ESF 12 and Mutual Aid agreements as needed.
- ❖ Coordinate assistance to support local utility and energy providers, as requested.
- ❖ .Comply with the established priority scheme relating service restoration. Prepare for the curtailment or reduction of customer service in order to maintain critical or priority systems and service to critical facilities.
- ❖ In conjunction with the EOC, determine priorities among users if adequate utility supply is not available to meet all essential needs.
- ❖ Coordinate initial damage assessments and provide information necessary for compiling damage and operational capability reports.
- ❖ Prepare appropriate disaster assistance forms for submittal to appropriate state and federal agencies.
- ❖ Prioritize mission requirements in support of ESF 12, and potentially other ESFs, activated by an emergency or disaster.
- ❖ Coordinate and disseminate public information concerning resource availability through the PIO for distribution.
- ❖ Assist in identifying personnel and resources to support this Annex.

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- ❖ Work with support agencies to keep this Annex up-to-date.

Support Agencies

- ❖ Clear roads and bridges for the transportation of emergency repair teams and equipment.
- ❖ Coordinate fuel needs for transportation, communications, emergency operations, and other critical facilities.
- ❖ Maintain and control water, sewer, and solid waste systems within local jurisdictions.
- ❖ Perform damage assessment on systems and identify problems or shortfalls in water supply. Report findings to the EOC.
- ❖ Within available resources, protect existing water supplies and restore damaged systems..
- ❖ Assist in identifying personnel and resources to support this Annex.
- ❖ Work with LCCO DES to keep this Annex up-to-date.

5.0 Authorities and References

5.1 Authorities

- ❖ See [Section 5.1](#) of Basic Plan.

5.2 References

- ❖ See [Section 5.2](#) of Basic Plan.
- ❖ **Grant County Washington. June 2007:** ESF 12 – Energy & Utilities.
- ❖ **Sanders County Montana.** October 2010: ESF 12 – Energy.
- ❖ **National Response Framework.** January 2008. ESF 12 – Energy Annex.
- ❖ **Target Capabilities List.** September 2007. Restoration of Lifelines.

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Section II: Emergency Support Functions

Attachment 1: Acronyms

Acronym	Meaning
BOR	Bureau of Reclamation
CEO	Chief Executive Officer (<i>also Chief Elected Official</i>)
CIKR	Critical Infrastructure & Key Resources
COOP/COG	Continuity of Operations/Government
DES	Disaster And Emergency Services
DNRC	Dept. of Natural Resources & Conservation (Montana)
EAS	Emergency Alert System
EMAC	Emergency Management Assistance Compact
EOC	Emergency Operations Center
EOP	Emergency Operations Plan
ESF	Emergency Support Function
IC	Incident Commander
ICP	Incident Command Post
ICS	Incident Command System
IMT	Incident Management Team
JIC	Joint Information Center
LCCO	Lewis & Clark County
MOA	Memorandum of Agreement
MOU	Memorandum of Understanding
MTDES	Montana Disaster & Emergency Services
NGO	Non Governmental Organization
NIMS	National Incident Management System
NIPP	National Infrastructure Protection Plan
PIO	Public Information Officer
PPLM	Pennsylvania Power & Light Montana
SECC	State Emergency Coordination Center (MTDES)
SOP/SOG	Standard Operating Procedures/Guidelines

Attachment 2: Definitions

None Identified